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JUL 26 1957

MEMORANDUM FOR: Special Assistant for Training, DD/S

SUBJECT: Program of Executive Development for Federal
Administrators - University of Chicago.

1. MAKE-UP OF THE COURSE: The two week Seminar entitled "Decision Making in Administration", conducted during the period 1-12 July 1957, was composed of three distinct types of instruction, namely:

a. Seminars conducted by Professors Martin and Banfield, from 0900 hours through 1200 hours, each day from Monday through Friday. These sessions involved the discussion of outside reading material by the Professors, with participation by each member of the class, and the relation of this material to day-to-day situations encountered in Government and private offices.

b. Lectures by Professor Finer on "The Political Structure of Government", from 1500 hours to 1700 hours, on 1, 2 and 3 July 1957; a lecture by Mr. Macy of Civil Service Commission on "Decision Making Situations in Federal Government Context", from 1500 hours to 1700 hours on 5 July 1957; lectures by Professor Maloney (Northwestern University) on "Communications in the Administrative Process", from 1500 hours to 1700 hours, on 8, 9 and 10 July 1957; and lectures by Mr. Gardner (President of a Chicago Management Consulting Firm, and a regular lecturer employed by the University of Chicago) on "Human Relations", from 1500 hours to 1700 hours, on 11 and 12 July 1957.

c. Work-shop conducted by Mr. Kallejian (employee of the American Hospital Association, who conducts this type training on a regular basis), from 1900 hours to 2100 hours on 5 July 1957, from 0900 hours to 2100 hours on 6 July 1957, and from 0900 hours to 1700 hours on 7 July 1957. In the Work-shop exercise, a dummy Government Agency was established in which each student was given a role to play. Problems were given to the various divisions of the Agency to settle, and the instructors monitored the discussions which ensued.

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Following each two or three hour session, the instructor would provide an analysis of the happenings and offer constructive criticism where such was in order. These analyses and criticisms were most enlightening and helpful and described a number of techniques which can be applied when conducting group meetings.

2. MATERIAL COVERED IN THE COURSE:

a. The Decision Making Process - In any decision making situation, the following steps are taken; either deliberately in a situation where time is not a factor, or unconsciously in a situation where a decision must be rendered immediately:

(1) Determination of the facts or factors which necessitate a decision.

(2) Determination of the alternatives which should be considered in making the decision.
(Primarily the function of a Staff or the Assistant to the Executive.)

(3) Determination of the consequences of each of the alternatives as they affect: self, other employees, Organization, and Society as a whole.
(The Staff or the Assistant to the Executive should provide such analysis.)

(4) Determination whether the means are available to implement the various alternatives.

(5) Review of the controls or restrictions which will affect your choice of alternatives, i.e., Laws, Regulations, Policies, Moral Codes, etc.

(6) Selection of the alternative which carries the set of consequences which are determined to best suit the objectives of the Organization.

(7) Selection of alternative (back-door) to cover risks in case the decision does not work out as planned.

(8) Implementation of decision, including the communication of the decision to organizational units which require knowledge thereof.

(9) Adjustment or modification of the decision when and if some phases thereof are determined to be inappropriate or unworkable.

(10) Evaluation of the success of the decision.

b. Timing of Decision - The sense of timing of decisions was considered to be principally a matter of art in the individual Executive rather than a matter of science, i.e., some Executives have a good sense, or feel, of timing for the rendering and execution of a decision whereas others do not. However, insofar as timing of decisions can be considered a science (i.e., a matter of techniques), the following factors should be taken into account in rendering decisions:

(1) Past experience which relates to the matter under consideration.

(2) Objectives of the Organization as they would be affected by the proposed decision.

(3) Morale of the Organization as it would be affected by the decision.

(4) The effect of the decision upon the consumer of your product.

(5) The effect of the decision upon the workload of your Organization.

(6) The controls and limitation which come into play in the timing of the decision (i.e., Fiscal Year limitations, cost considerations, impact on Society, etc.).

c. Proper Utilization of Time by the Executive - Generally speaking, Executives are not good at allocation of their time. The following techniques were suggested as a means for better utilization of time available to us:

(1) Schedule work - At the end of the day or week, make a list of the things which remain to be done the next day or next week, and check them off as they are completed.

(2) Schedule time - Provide a definite period in the schedule for completion of correspondence, reading incoming material, seeing personnel, etc.

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Although it is recognized that you cannot follow the schedule exactly, it will serve as a guide to be followed in accomplishing your various tasks, and will tend to educate subordinates as to the period of the day during which you are free to discuss routine matters with them. This technique will discourage unnecessary interruptions during other periods of the day.

(3) Know yourself and your capacity - Don't take on more of a workload than you can efficiently handle.

(4) Delegation of authority - Select subordinates who are knowledgeable in the areas where you are weakest, and delegate authority to those individuals to carry out those functions. In this connection, it was pointed out that authority could be delegated, but responsibility could not, and you should, therefore, be knowledgeable of decisions and actions by the subordinates.

(5) Place limits on length of meetings - Prior to each meeting which you are conducting, announce a time limit on the length of the meeting. If the matter under consideration has not been concluded within the limit established, appoint a committee to review and analyze the matter and render recommendations to you.

(6) Issue clear directives - Prior to the issuance of directives to others to accomplish something on your behalf, consider exactly what it is you want done, and issue explicit directions. Such directions will eliminate future interruptions by subordinates, requesting clarification of the action desired or some phase thereof.

(7) Don't procrastinate - Concentrate your full energies on one thing at a time, and complete that action before going on to another.

(8) Know when during the day you do your best work, and schedule your toughest problems during that period.

(9) Seeking counsel - Take counsel only when you feel you need it, and not when others want to give it.

d. Techniques for Influencing Decisions of Others - This subject was treated principally from the standpoint of influencing the decisions of subordinates. The techniques discussed were:

(1) Propaganda - Posters, circulation of printed material, and circulation of verbal material through informal channels of communications (Grapevine).

(2) Workload Analysis - Establishment of standards of production and a system of reporting which will permit comparison of production to standards.

(3) Bonuses - System of payments which is geared to standards.

(4) Personal Contact - Exerting personal influence on individuals.

(5) Direct Order - Directive to individual(s) to perform in a given manner.

(6) Staff Meetings - Exerting personal influence over a group of key individuals.

(7) Your Actions - By example it is learned that you want things done in a certain manner, i.e., an action you take personally is taken as a precedent for future similar actions; or returning a memo or report which was prepared by a subordinate, with your requested changes in wording, format, etc.

(8) Regulations and Procedures - Written directives as to how a given process or action will be accomplished.

(9) Dual Responsibilities - Two or more individuals given responsibility for a given action will influence the decisions of each other.

e. Decentralization of Authority - When it is determined that Branch or Field Offices are to be given authority to carry out their function without detailed direction from the Head Office, control by the Head Office can be maintained only by the exception principle, i.e., by taking exception to an action which has been taken by a Branch Office, and thereby establishing policy regarding future such actions. This means of control was considered to be adequate in a multiple-office situation. It is the system used by Sears Roebuck and Company.

f. Self Insight - The course stressed the importance of the Executive knowing himself, particularly in the following areas:

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(1) Your ability to take responsibility for your own decisions. The Executive should be willing to accept responsibility for his decisions whether the result of those decisions is good or bad.

(2) You should know what your goals are, and direct your actions to the accomplishment of those goals.

(3) You should be an individualist rather than attempt to fit yourself into the pattern of some other individual.

(4) In order to gain an insight into yourself, it was suggested that a journal (diary) of yourself be kept in which you would record:

(a) Situations of harmony in which you were involved, with a notation as to why you felt things went right for you.

(b) Situations when harmony was not present, with notations as to why you felt things went wrong for you.

(c) Note half-formed ideas in order that you might go back to them at a later date when you have more time to complete them.

(d) Note convictions which you have developed and try to analyze how and why they developed.

(e) Record your attitudes toward people, good and bad, and try to analyze the reasons for those attitudes.

It was maintained that a periodic review of such a journal would establish certain patterns and generalizations of which you were not conscious, and that, after determination of those patterns, you would be in a better position to discourage or avoid situations wherein you obtain a feeling of frustration, and to encourage or develop situations wherein you obtain a feeling of harmony and satisfaction.

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g. Communications - This subject was covered in great detail in various parts of the course. The phases of communications covered were:

(1) Written communications - Memoranda, notices, circulation of informational material, regulations, etc. In written material intended for consumption by a large group of individuals, it was suggested that the draft be "tested" on several individuals before it is published since you may find that entirely different meanings are obtained by different individuals, and possibly that none of those meanings were the one you intended to convey.

(2) Communication by expression - Facial expression, voice inflection, etc. In this connection, it was noted that the same words spoken to an individual, and received by him in a piece of written correspondence, often had entirely different meanings.

(3) Communication by remaining silent - Often, changes which are going on around an individual or group of individuals convey the message that decisions are being made of which he is not aware. In the absence of an explanation of those changes, the individual(s) will draw his own conclusions which, in the majority of instances, do not reflect the true meaning of the changes or the decisions which are in motion. It was stressed that the Executive should be constantly aware of the effect of changes on the morale of individuals, and to convey the true meaning of the change at the time the change takes place.

(4) Behavior in Group Activities - The Work-shop activity identified the various roles which are played in any group meeting and pointed out means of encouraging the participants who increase group effectiveness and discouraging those who interfere.

h. Gaining Cooperation of Employees - The cooperation of the members of an Organization can be obtained by two methods: the method of incentives, and the method of persuasion. The method of incentives is the offering of objective incentives, whereas the method of persuasion is the process of changing subjective attitudes.

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(1) The following types of incentives may be used:

(a) Material inducements, i.e., money, things or physical conditions.

(b) Personal non-materialistic opportunities, i.e., opportunities for distinction, prestige, personal power, and attainment of dominating position.

(c) Desirable physical conditions of work.

(d) Ideal benefactions, i.e., pride of workmanship, sense of adequacy, altruistic service for family, and loyalty to Organization.

(e) Associational attractiveness, i.e., social compatibility. Differences such as race, nation, religion, custom, morals, social status, education and ambition can cause incompatibility.

(f) Adaptation of conditions to habitual methods and attitudes. Individuals will not and cannot do well by strange methods or under strange conditions, and under those conditions frequently will not attempt to cooperate.

(g) Opportunity of enlarged participation. The feeling of importance of result of effort because of importance of the cooperative effort as a whole, i.e., association with a "large" Organization, a "useful" Organization, an "effective" Organization, etc.

(h) The condition of communion. The opportunity for comradeship, for mutual support in personal attitudes, i.e., solidarity, social integration, or social security.

(2) The following types of persuasion may be used:

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(a) Creation of coercive conditions.

Coercion is employed both to exclude and to secure the contributions of individuals to an organization. Forced exclusion can be used as an "example" to create fear among those not affected. Grades of exclusion are outlawing, ostracism, corporal punishment, incarceration, withholding of benefits, discharge, etc.

(b) Rationalization of opportunity,

i.e., using propaganda to tell people they "ought" or "it is in their interest" to cooperate with the organization. It is extensive and intensive salesmanship, advertising, and propaganda concerning the satisfactions to be obtained. It is the appeal to "join" an organization, to "accept" a job, to "undertake" a service, to "contribute" to a cause, etc.

(c) Inculcation of motives. The

deliberate education of the young, propaganda for the adult. Inculcation of patriotism.

To gain the full cooperation of employees, several incentives are necessary in every type of organization, plus some degree of persuasion.

1. Leadership - Leadership is the power of individuals to inspire cooperative personal decision by creating forth in understanding, probability of success, ultimate satisfaction of personal motives, integrity of objective authority, and superiority of common purpose. The following factors go into the make-up of a leader:

(1) Individual superiority, i.e., physique, skill, technology, perception, knowledge, memory, imagination, etc.

(2) Responsibility, i.e., the quality which gives dependability and determination to human conduct, and foresight and ideality to purpose.

(3) Dependability, i.e., a strong set of moral codes which control the conduct of the individual in the presence of strong contrary desires or impulses, and which, when known, permit a reasonable forecast of what the individual is likely to do, or not to do, under a variety of circumstances.

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(4) Ability, i.e., the power to select a course of action which will accomplish the objective without conflicting with the individual's moral codes.

3. PERSONAL REACTION TO THE COURSE: I enjoyed the course very much, and feel that I received a great deal of background information which will be useful to me in the handling of my day-to-day problems. It is not the type of information which can be applied "by the numbers" to any given situation, but, rather, is of the type which will create a continuing awareness of the principles of good administration, the steps involved in the decision making process, and the possibilities of misinterpretation which are inherent in written communication. Aside from the academic benefits obtained from the course, the close association with employees of other Government Agencies, performing similar duties to mine, was enjoyable, stimulating and enlightening. I found that their problems were generally the same as ours, but that we are free to exercise a much greater degree of judgment and initiative than they in the resolution of our problems.

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5. REFERENCE MATERIAL WHICH WAS USED IN THE COURSE:

<u>Title</u>	<u>Author</u>
"Administrative Behavior"	Herbert Simons
"Functions of the Executive"	Chester Barnard
"Organization Man"	William H. Whyte
"Administrative Decision Making in Government Field Offices"	William Gore
"Politics, Planning & The Public Interest"	Meyerson & Banfield
"Government Project"	Professor Banfield
"Patterns of Mobility Within Industrial Organizations"	Martin & Strauss
"Differential Decisions in the Management of an Industrial Plant"	Norman H. Martin
"Thinking Ahead - Power Tactics"	Martin & Sims

6. INFORMATION WHICH MAY BE OF ASSISTANCE TO FUTURE AGENCY PARTICIPANTS
IN THESE COURSES:

a. Dress - Informal dress, sport shirts and slacks, was worn throughout the course. A suit, however, would be required for the Sunday afternoon session preceding the course, and the Cocktail Party at Dean Donohue's home following completion of the course.

b. Living Accommodations - In view of the tight schedule provided for the course, and the requirement for reference material located in the International House Library, it is strongly recommended that individuals obtain living accommodations in the International House. The accommodations available there are of the YMCA type, i.e., small room, bed, chest of drawers, desk, two chairs and closet space, but are comfortable and clean. Community bath facilities are available on each floor and towels are provided. A cafeteria, barber shop, snack-bar, and cleaning and pressing facilities are available within the building. The food in the cafeteria is comparable to that obtainable in Government office cafeterias. All Seminar and lecture sessions are conducted in the International House.

c. Use of Leisure Time - Not a factor, there is none.

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d. Transportation - Capital Airlines has a direct Viscount flight leaving Washington about 1045 hours, Sunday morning, which arrives in Chicago two hours and ten minutes later. This provides plenty of time to get settled in your quarters before the 1600 hour Orientation Session. They also have flights leaving Chicago at 1800 hours and 2045 hours (Chicago time) on Fridays. It is recommended that return reservations be made at time of purchase of ticket, since it is difficult to obtain authentication of reservations made by telephone after arrival in Chicago. (The airport is 45 minutes by taxi from the school.)

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Assistant SSA-DD/S

Attachments: 2

1. Schedule for the Course
2. Rosters of Students

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MISSING PAGE

ORIGINAL DOCUMENT MISSING PAGE(S):

ATTACHMENT